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ABSTRACT

This study is an initial attempt by the National Advisory Council on Adult Education to review the program and administration effectiveness of the Adult Education Act (program effectiveness in terms of the impact of the program on people's lives, using existing statistical data; administration effectiveness using five basic management functions selected by the Council for the purpose of this review, various existing studies, interviews and observation). The program effectiveness data indicate that the program is changing the lives of those who participate as well as their families. These data also show the program impacting on the economic health of this nation. The results of Council review of the administration effectiveness of the U.S. Office of Education, Division of Adult Education, are somewhat less positive. Constraints imposed by the Department of Health, Education, and Welfare policy, by the Civil Service system, by the regulatory process as well as the rules, regulations, and statutes themselves, and by the lack of a systematic staff and management development program within the Division prevent the Division from relating effectively to the states in such areas as long-range planning, evaluation and dissemination. Bureaucracy, effective management, lifelong learning, and illiteracy are issues which the Administration must deal with in the coming years. (Several data tables are included.) (Author/CT)

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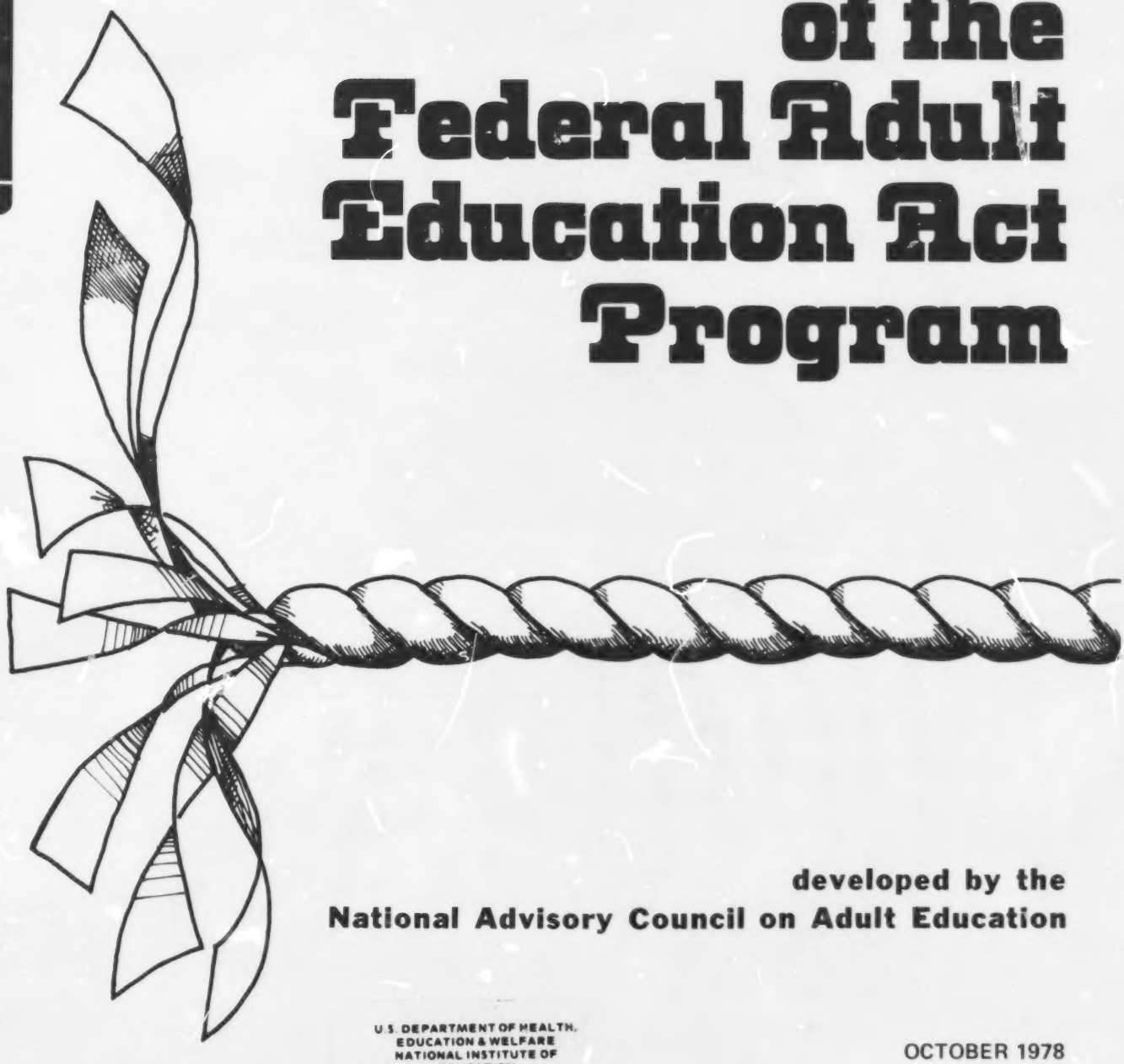
An Assessment of the Federal Adult Education Act Program



developed by the
National Advisory Council on Adult Education

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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National Advisory Council on Adult Education

As mandated in the Adult Education Act (P.L 91-230 as amended)

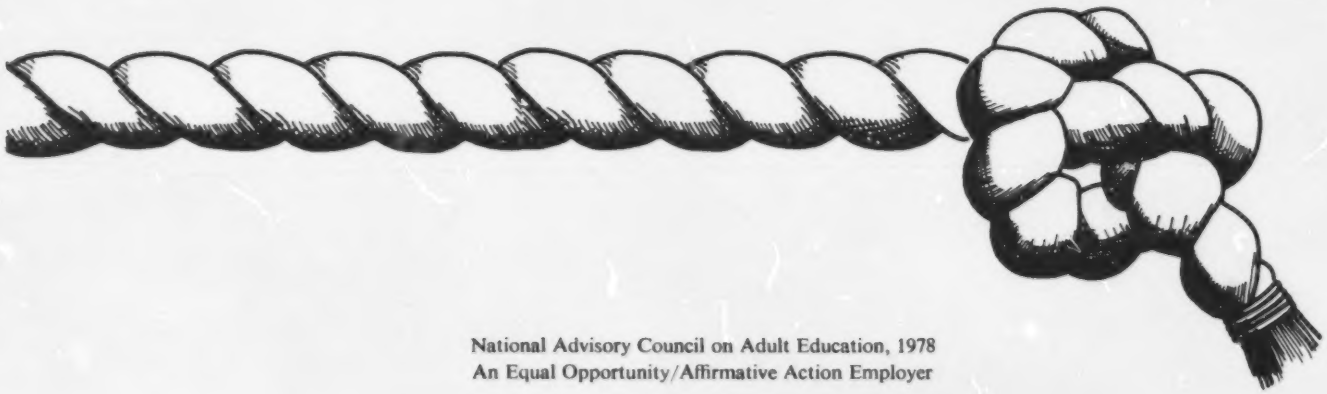
Sec. 311 (a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Commissioner and elect from its number a chairman. The Council will thereafter meet at the call of the Chairman, but not less often than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until July 1, 1978.

(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Health, Education and Welfare shall coordinate the work of the Council with that of other related advisory councils.

This report is published under provisions of the Adult Education Act and the Federal Advisory Committee Act.



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Foreword

This report of the National Advisory Council on Adult Education was prepared by the Program Effectiveness and Evaluation Committee and staff. The Committee wishes to acknowledge the assistance of Mr. Paul Delker, Director of the Division of Adult Education, U.S. Office of Education, Mr. Jim Parker and Ms. Sally Grimes of that Division, Dr. James Dorland, Executive Director of the National Association for Public Continuing and Adult Education, and the State Directors of Adult Education for contributing data for the report.

The report is divided into four major sections: Issues and Concerns, State of the Art, Program Effectiveness, and Administration Effectiveness. The Program Effectiveness section has utilized existing statistical data from several sources. No attempt was made to collect original data. The Administration Effectiveness section was developed utilizing a different methodology. Although some existing data were used, criteria for effectiveness were established for the purpose of this report, and some original data were collected through interviews. As a result, the majority of issues and concerns raised by this study deal with administration effectiveness.

The Committee recognizes that this is a first step by the National Advisory Council in what must be an ongoing effort to continually assess and evaluate program and administration effectiveness of Federal Adult Education Act programs.

State administration effectiveness has not been evaluated in this report and requires in-depth review. Updated program and Federal administration effectiveness data must be continually collected and reviewed. This initial effort will, however, provide the reader with an indication of the tremendous impact and potential of the Federal Adult Education program.

The National Advisory Council on Adult Education
Program Effectiveness and Evaluation Committee—1977/1978

Reuben T. Guenthner
Joan E. Kenney
Betty J. Mage, Chairman
Arthur L. Terrazas, Jr.
Carlene L. Turman, Staff Representative

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Introduction

AN ASSESSMENT OF THE FEDERAL ADULT EDUCATION ACT PROGRAM

developed by the National Advisory Council on Adult Education, 1978

Section 311 of the Adult Education Act (P.L. 91-230, as amended) establishes the National Advisory Council on Adult Education and, under Section 311(d), stipulates:

> The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services).

In order to fulfill this legislative mandate, data are continually gathered from a variety of sources including surveys, hearings, studies and reports generated by the Council. Program effectiveness has been reviewed for this report in terms of the impact of Federal monies on the lives of people—those people involved in the adult basic and secondary adult education program during Fiscal Year 1976. Program effectiveness has also been viewed in terms of the impact of the adult education program on segments of the national economy—and the potential impact which an expanded future program might have on that economy.

In this study, the administration of the Division of Adult Education (DAE), U.S. Office of Education, Department of Health, Education, and Welfare, has been reviewed rather than individual state program administration. The relationship of the administration and organization of the Division of Adult Education to the states has been noted, and the Council has identified certain concerns which may impact upon administrative effectiveness and ultimately on program effectiveness.[1]

Targeted to alleviate the educational deficiencies of the 54 million Americans with less than a high school diploma, the adult education program is slowly becoming the great educational success story of this decade—and in so doing, it has overcome significant odds. This is a brief report on the State of the Art of Adult Education in 1978, the effectiveness of the Federal program in 1976, a review of the Division of Adult Education's organization and management, and Council concerns relating to more effective program operations. This report is not exhaustive: national in-depth evaluation of both program and administration effectiveness such as the Council's proposed *Design to Evaluate Program and Administrative Effectiveness of Programs Funded Under the Adult Education Act*[2] is still a critical necessity.

The "bottom line" of this report—and of all adult education efforts—is the impact of adult education programs on people's lives, and on the economic health of the nation. The Federal Adult Education Act Program is having a powerful influence on both!

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[1] Refer to Issues & Concerns Section of this Report.

[2] Design developed in 1976 by the National Association for Public Continuing and Adult Education under contract to the Council. Funds have not become available to implement this design, although it is a requirement under Section 311(d) of the Adult Education Act.

Issues & Concerns

- The Administration & Effectiveness of Federal Adult Education Act Programs
- The Demand Population
- Planning—Federal & State
- Coordination with Related Programs
- Evaluation of Adult Education Programs
- Reporting—to the Division of Adult Education
- Organization—USOE and the Division of Adult Education
- Monitoring by the Division of Adult Education
- Staffing—of the Division of Adult Education

Issues & Concerns

ISSUE: The Administration and Effectiveness of Federal Adult Education Programs

CLARIFICATION OF ISSUE

- Evaluation is a critical element of management.
- Lack of evaluation information prevents taxpayers and Congress from accurate accounting of Federal adult education funds.
- Program review is legal requirement of the Advisory Council under the Adult Education Act; no resources provided by Congress to date to carry out mandate.
- Program comparisons as guide for future program direction and funding not systematically made.
- No check and balance system in place to weigh cost of program operation against program success.
- Information needed to demonstrate that education of adults must be part of national goal for education; that education of adults is primary element of domestic concern.

CONCERNS

Congress and the Administration have not supported the provisions of the Adult Education Act which call for National Advisory Council review of administration and program effectiveness (The Adult Education Act P.L. 91-230 as amended–Sec. 311(d)).

This study is not a comprehensive review—it does not carry out the full intent of the law, but is an initial attempt to compile and establish baseline data. Additional resources must be provided the Council to fulfill the legislative mandate.

$773,040,063 will have been expended from Federal funds for adult basic and secondary education programs between fiscal years 1965 and 1979; no funds will have been allocated during this time for a comprehensive review of program or administration by the National Advisory Council, an objective agency composed of lay citizens as well as educators.

Management of the Adult Education Program–at national, state and local levels–suffers from inadequate information for current operation and future planning.

ISSUE: The Demand Population for Adult Education

CLARIFICATION OF ISSUE

- "Target Population" defined as those adults identified by the 1970 census 16 years of age or older with less than a high school diploma not currently required to be enrolled in school.
- Federal state grant funding formula for the Adult Education Act based on Target Population.
- "Demand Population" defined as those adults 16 years of age and older experiencing personal and social disadvantage due to inadequate basic education who actually want, demand, and are capable of using adult education.
- Little information is available about the Demand Population: who they are, what their needs are, where they are.
- States do not have the capacity to uniformly assess the Demand Population.
- Without Demand Population information, human and financial resources cannot be efficiently targeted to meet the needs of America's still disadvantaged adult population.

CONCERNS

There is a national need to accurately assess the Demand Population, particularly those adults needing basic competencies.

It may be necessary for the Federal government to assist states in the development of uniform instruments and assessment processes by providing support for a minimum of two years (for assessment system development and implementation).

The U.S. census must provide a better reporting system concerning the Demand Population.

There is a possible inequity in fund distribution to the states when Target Population data is used as formula base. Using the Demand Population as a data base may prove a sounder method for Federal resource distribution.

ISSUE: Planning

CLARIFICATION OF ISSUE

- Planning is an integral part of sound management and a basic tool for addressing future action.
- Thorough planning particularly important for adult educators due to new 3-year planning requirement in (proposed) 1978 amendments to Adult Education Act.
- Most state planning documents now contain material only to accommodate Federal and state reporting requirements and serve primarily as applications for continued funding.
- Little effort has been expended to relate accumulated information to program budgeting on a systematic basis or to perform analysis for programmatic and organizational problem-solving.

CONCERNS

The planning process as outlined in the rules and regulations, state adult education programs–Part 166, Section 3.1 should be consistently used for all adult education programs. There appears to be inconsistency in planning at the state level.

State planning processes, in addition to the involvement of state boards, advisory councils, local boards and civic groups, should include these steps in the planning process as a minimum requirement:

- **Needs assessments**
- **Resource assessments**
- **Analysis of resources against needs**
- **Setting of priorities and objectives**
- **Allocation of resources**
- **Evidence of cooperative and coordinating agreements with other agencies**
- **Prioritization of unmet needs**
- **Program evaluation**

Rules, regulations, and guidelines need to be examined to determine if they have restricted proper planning at the state level.
Planning must be used as a tool for evaluation.

ISSUE: Coordination

CLARIFICATION OF ISSUE

- Realistic and coordinated national goals are not being set by Congress.
- Reducing unemployment to 4% by 1980 (Humphrey-Hawkins, H.R. 50) must be related to the reduction of illiteracy—there is an obvious connection between number of persons removed from welfare roles or becoming employed as direct result of participation in adult education programs and lowered unemployment rates.
- It is unrealistic for Congress and Administration to require states to coordinate related education and training programs when national goals and Federal legislation are not coordinated.
- Adult educators do not have clear picture of which programs lend themselves to coordination and which do not, nor do they know when coordination efforts might help or hinder programs.

CONCERNS

Realistic and measurable national goals for reducing illiteracy must be established.

The establishment of literacy goals must take into consideration national goals already established (i.e., Humphrey-Hawkins, Concentrated Employment and Training Act).

Coordination, as a requirement of the Adult Education Act, must be further examined in terms of coordinating processes and cost benefits, resulting in increased or decreased program impact.

Coordination of educational services for adults with the private sector needs further examination.

The proposed Department of Education may, in practice, enhance coordination of services to adults.

ISSUE: Evaluation

CLARIFICATION OF ISSUE

- Evaluation is a decision-making process essential to planning.
- In many Federal education programs, evaluation and compliance monitoring have become confused.
- Adult education evaluation now based primarily on headcount data, not on impact of programs on individual human lives.

CONCERNS

Evaluation should identify program strengths and weaknesses, and address follow-up activities rather than compliance only.

Either the National Advisory Council evaluation instruments should be used by all states to provide uniform data on program quality, or other instruments should be developed for the states through some means of Federal support.

Data sources at the state level should be uniformly broad—i.e., information should be collected from all adult service agencies in addition to state department adult education offices.

Evaluation must be client oriented: concerned with impact of programs on people's lives.

Evaluation must be more than records of compliance or noncompliance with Federal and state law.

Evaluation should include:

- **Analysis of cost and benefits**
- **Analysis of staff performance**
- **Analysis of organizational structures**
- **Analysis of programs in terms of impact on clients**

Evaluation results should be disseminated nationally, but must include description of evaluation process and instrumentation.

ISSUE: Reporting

CLARIFICATION OF ISSUE

- The scope of adult education services offered and populations served by the Federal Adult Education Act requires reporting be constantly monitored to minimize confusing definitions of terms and maximize data validity.
- USOE report data from the states establishes a public record.
- USOE report data are the only data the Federal government has had to plan for the future.
- Reporting is a necessary component of management, is an evaluation tool, and is a part of an acccuntability process.
- Fully adequate data have neither been sought nor provided.

CONCERNS

The state reporting system used by the U.S. Office of Education needs further clarification of terms and uniformity of term definitions:

- **"Enrollment" should be further clarified**
- **Number of contact hours of participants in programs should be further clarified**
- **Data on state departments of education staff should be collected**
- **Data on 309 projects should be uniformly collected**

Data should be collected by states on the needs of handicapped adults and their participation and nonparticipation in adult education programs.

Similar data should be collected on any population addressed in current or future legislation.

A more accurate public record must be built which will assist decisions for future program direction.

Current reporting relates to results: reporting must also relate to planning.

For planning purposes, information needs to be made available as quickly as possible. Current slippage of two years between data gathering and results release must be shortened.

Reporting costs and use of report data must be examined in terms of actual usefulness for decision-making about program direction.

ISSUE: Organization

CLARIFICATION OF ISSUE

- Organizational structure can dictate a unit's ability to meet program needs—i.e., the Division of Adult Education serves a major segment of American population with only Division status.
- Proliferation of programs serving adults sponsored by the U.S. Office of Education causes lack of accountability and program overlaps.
- The Civil Service system hampers, but does not preclude sound management practice.
- Cursory review and observation of the U.S. Office of Education, Division of Adult Education, indicate limited effective management practice in the Division because of organizational constraints in terms of delegated authority and responsibilities.
- Limited Federal resources require a high level of understanding of relationship of costs to organizational change.

CONCERNS

Before making further organizational changes in the U.S. Office of Education, the long-range fiscal impact of such organizational changes should be documented against the rational continuity of service to the adult learner.

The commissioner's recentralization efforts for the U.S. Office of Education must be examined in terms of cost benefit for adult education programs and relationship of newly created roles to states.

Within the U.S. Office of Education, management level linkages should be examined for areas of possible improvement.

The Federal Interagency Committee on Education (FICE), which was never mentioned by Division of Adult Education personnel during an extensive interview process, should be reexamined in terms of its usefulness at the division level and within USOE.

To increase fiscal control and prevent program proliferation, all programs dealing with the education of adults should be located within a single unit of the U.S. Office of Education.

ISSUE: Monitoring

CLARIFICATION OF ISSUE

- The Management Evaluation Review for Compliance (MERC) system has not significantly impacted on program improvement or student achievement.
- Compliance requirements administered by the U.S. Office of Education, Division of Adult Education, not only fail to generate management planning, but can work against state and local management planning.
- Program quality is judged chiefly on basis of high enrollments. If high, the program is judged successful; if low, the program is dropped. Program strengths and weaknesses are not dealt with by the Division of Adult Education.
- MERC reviews may assure that programs are funded, but not that the needs of adult education's clients are being met.

CONCERNS

The monitoring regulatory processes practiced by the U.S. Office of Education, Division of Adult Education, must be reviewed.

The process of arriving at content, including the content of the rules, regulations and guidelines, should be reexamined in terms of the Adult Education Act to determine if they have become a contributing or hampering factor regarding administrative and program effectiveness.

If MERC reviews are continued, the process should be expanded to include assessment of program quality, not solely quantity.

ISSUE: Staffing

CLARIFICATION OF ISSUE

- Sensitivity to the needs of the field of adult education can only be achieved by the Division staff through continually increasing knowledge, skills and competencies—and concurrent close touch with the field.
- Staff advocacy role for the broad field of adult and continuing education is difficult due to the proliferation of programs for adults throughout the U.S. Office of Education.

CONCERNS

A stronger advocacy role directed to the broader adult education audience should be assumed by the Division of Adult Education beyond adult basic education.

Systematic staff development within the Division of Adult Education should be improved.

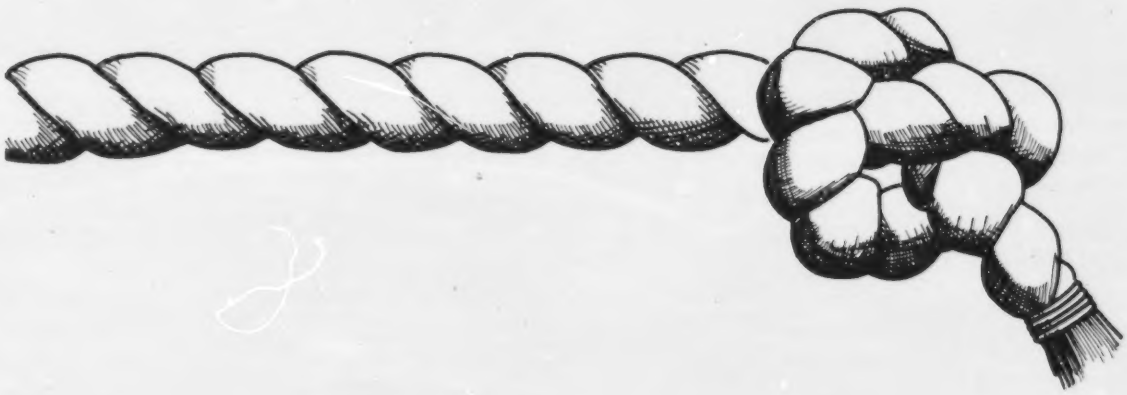
Staff participation in the program of staff development should be mandatory and annually reviewed in terms of staff's professional growth.

Technical assistance to the states could be provided more effectively by the Division of Adult Education if current staff had more practical experience as adult educators in the field.

Management development of Division personnel should be a primary concern of the Division.

State of the Art: 1967-1978

- 388,000 participants in 1967
  3,371,265 participants in 1976
- $52 million state and local resources—1967
- $189 million state and local resources—1976
- Adult Education the fastest growing of four major American public education sectors: elementary, secondary, postsecondary, adult.



State of the Art: 1967-1978

The Federal Adult Education Dollar

THE ADULT EDUCATION ACT

Short Title

SEC. 301. This title may be cited as the "Adult Education Act".

Statement of Purpose

SEC. 302. It is the purpose of this title to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive, and responsible citizens.

Any view of the "State of the Art" of Federal support for adult education must include an analysis of the stated purpose of the Adult Education Act, and the interaction of Federal to state and local support for that Act. This view must necessarily raise as many questions as it provides answers.

Has the Federal support caused an increase in state and local support? Has participation from the target population (those 54 million adults 16 years of age and over with less than a high school diploma identified in the 1970 census) for adult basic and secondary adult education increased since the passage of the Adult Education Act in 1966? How effective have special experimental and demonstration projects been in meeting the goals and objectives of Section 309? Has the Federal program been efficiently and effectively managed at Federal and state levels? Where are the Federal funds actually being spent in Fiscal Year 1978? Are the Federal monies being spent as intended by the Adult Education Act, and is the program as currently established under the Act the most effective and efficient use of these funds?

In 1967, one year after the passage of the Adult Education Act, the National Advisory Council on Adult Education found Federal support to be at the level of approximately $27 million while state and local resources were reported at the levels of $25 million and $27 million respectively.[3] These funds supported an enrollment of 388,000 participants. In fiscal year 1976, the fifty states, the District of Columbia and Puerto Rico reported to the National Advisory Council the receipt of $71 million in Federal funds for adult basic education (ABE) and secondary adult education (SAE). At the same time, state and local resources for adult basic and secondary adult education were reported as approximately $189 million (however, two states, California and Florida, were responsible for approximately $130 million of that $189 million). These funds supported the reported enrollment of 3,371,265 participants during FY-1976. The Federal portion which had initially made up one third of the total support in 1967 had dropped to only 20% of the total of funds reported in 1976 while enrollments had doubled three times![4]

Section II of the National Advisory Council on Adult Education's 1977 report to the President stated:

> It is assumed that the 90-10 matching requirement (90% Federal, 10% required state or local match—which may be cash or in-kind contribution) written into the law for the disbursement of

[3] *Adult Education Futures and Amendments: Survey of State Support*, Section II of Annual Report. November, 1977, page 16.

[4] *Ibid.*

> Federal ABE/SAE funds was a result of Congressional intent to develop a Federal-state partnership through the infusion of Federal funds to the states . . . That a strong Federal-state partnership does contribute to reaching a larger percent of the target population is supported . . . of those eight states reaching 6% or more of their target population, seven reported state funding levels above $1 million.

The survey of state support of adult education contained in Section II of the Council's 1977 Annual Report concluded however:

> The Federal-state partnership is growing–but from the reported data it appears that it is not yet established nationally beyond the required 10% match.

In other words, the Federal dollars are contributing to the development of a Federal-state partnership, but this partnership (which the Council has determined through extensive research to be a critical element in meeting the needs of the target population) is by no means equally distributed across the nation.

As a result of the 1977–78 review of over thirty national, state and local adult education evaluation reports, the Council has determined that the Federal dollar is, in general, being utilized at the state level as intended by Congress through the Adult Education Act. The data displayed in the Program Effectiveness section of this report indicate that increased numbers of enrollees are becoming more employable, productive and responsible citizens. The Federal monies are being spent primarily for adult basic education in most states. State and local funds supplement the Federal, to some extent, but more generally they are being utilized for secondary adult education.

The question of the most effective use of the Federal dollar for adult basic and secondary education is a difficult issue. Effectiveness and efficiency at the local level must necessarily relate to individual program management, to the needs of the local community, to the willingness of state and local education agencies to supplement Federal funds, to the general state of the economy in a given area, and to the degree of coordination and cooperation which is effectuated at the local level with other Federal, state and local programs which also impact on the target population. Finally, effectiveness must relate to the accuracy of a state's assessment of client needs, and to the efficiency with which these needs are met. With regard to state level management, the National Advisory Council's 1977 Survey of State Support of Adult Education found that in those states where Federal monies are substantially supplemented by state and local funds (over $1 million), program management tends to reflect this commitment in terms of operational efficiency. The Section II report states:

> The data indicate that where economies of operation are possible or utilized in combination with adequate state and/or local support, it is then possible for states to begin to better serve the needs of their target populations.

Although information on special experimental and demonstration projects is scarce, several state evaluations indicated that projects which have been evaluated have, in general, been meeting their specific project goals and objectives. What has not been determined to date is the overall effect which these programs and projects have had on the field of adult education. It is evident that information and dissemination mechanisms are needed to better connect adult educators at all levels. Certain information flows to the field from central sources (National Advisory Council on Adult Education; U.S. Office of Education; National Association for Public Continuing and Adult Education; Adult Education Association USA, etc.) but the flow is seldom a circular one (particularly at the local project level both interstate and intrastate).

In 1975, the General Accounting Office reported that adult basic and secondary adult education programs were reaching 1% of the target population of some 54 million Americans.[5] In 1977 (using data gathered from 1976 programs), the National Advisory Council on Adult Education found that 4.25% of the target population were involved in adult basic education or secondary adult education programs.[6] This figure (4.25%) may be much higher, however, if the "demand population" (those individuals who are experiencing personal and social disadvantage because of inadequate basic education, and who actually want, demand, and are capable of utilizing adult basic education) is used as a base, rather than the target population identified in the 1970 census.

In 1977, the final report of the Adult Performance Level Project of the University of Texas at Austin reported that 19% of the total U.S. adult population, or approximately 41,000,000 persons, can be estimated to be functionally incompetent,

[5] *General Accounting Office Report: The Adult Basic Education Program: Progress in Reducing Illiteracy and Improvements Needed*, (June 4, 1975).

[6] *Adult Education Futures and Amendments*, page 20.

operating at what the APL project termed Adult Performance Level 1.[7] In viewing either the APL 1 population, or the target population, we have not yet determined how many individuals are either incapable (such as the thousands of mentally incompetent adults in hospitals across the country) or uninterested (such as those adults who are successfully achieving in their chosen livelihoods without a high school diploma) in taking part in adult basic education/secondary adult education. We do not know what the actual demand population is, but we must assume that it is somewhat less than either 54 or 41 million, and that the percent of the actual demand population which is currently being served is greater than 4.25%. The need for more accuracy in determining any client population to be served has been noted by Ripley: "An accurate assessment of what groups are in most need of service and the demographic composition of applicants, and an up-to-date accounting of who is being enrolled seem to be prerequisites for effective targeting of participants."[8]

Today adult education is the fastest growing of the four major American public education sectors: elementary, secondary, postsecondary, and adult.[9] At the same time, adult basic and secondary education programs serve the most voiceless population in this country: illiterate, functionally incompetent, unable to secure adequate jobs, many on welfare, disinfranchised, often despondent and frequently forgotten. The Federal monies which have flowed to the states for adult basic and secondary education since 1966 have had major impact on millions of lives, including the children of program participants who have benefited in numerous ways from their parents' increased skills, knowledge and altered attitudes concerning education. These funds have created an awareness at state and local levels that not only in humanistic but also in economic terms this nation must become increasingly more literate and more functionally competent if we are to survive. President Carter has listed the cure of illiteracy as one of the six major domestic concerns facing this country. He stated, "Only a true partnership between the government and the people can hope to reach these goals."[10] This must mean that Federal, state and local support must continue and increase for adult basic and secondary adult education programs until all Americans can truly have access to becoming more employable, more productive, and more responsible citizens.

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[7] Norvell Northcutt et al, *Adult Functional Competency: A Summary, Adult Performance Level*, (March 1977).

[8] Randolph B. Ripley et al, *CETA Prime Sponsor Management Decisions and Program Goal Achievement*, (USDOL, June 1977, Washington, D.C.), page 68.

[9] "Big Surge in Education–Back to School for Millions of Adults," *U.S. News and World Report*, (April 2, 1973), page 73.

[10] President Jimmy Carter, State of the Union Address, Washington, D.C., January 19, 1978.

Program Effectiveness

1976*

- **18,983 participants removed from welfare roles = savings to nation of $35,156,516**
- **Cost of 100 hours of instruction for 18,983 participants = $2,372,875**
- **61,621 participants obtained jobs = $320,429,200 put back into economy**
- **Cost of 100 hours of instruction for 61,621 participants = $7,702,625**
- **11,628 participants received citizenship**
- **31,267 participants received driver's licenses**
- **29,623 participants registered to vote for first time**

* At time of printing, 1977 State report data were incomplete: 41% of the 56 states and territories had not submitted reports.

Program Effectiveness

Overview

The data derived from state reports to the U.S. Office of Education for Fiscal Year 1976 which are contained in the following tables must be viewed in terms of certain realities inherent in adult basic and secondary adult education. These data are reported annually to the U.S. Office of Education, Division of Adult Education, and reflect gross end product headcounts which the Council recognizes are extremely inadequate in terms of in-depth analysis. They cannot be used for the purpose of comparison with elementary, secondary or postsecondary education which do not necessarily reflect the following conditions. These conditions are known to exist in adult basic and secondary adult education programs and generally do not exist in other areas of American public education:

- Many adults enter adult basic education programs with specific short-range goals and objectives—to learn to fill out a job application form, tell time or learn to drive, etc. When the immediate life skill is learned, the adult may leave the program, his objective having been met. *Frequently he will not have "completed the program" in program administration terms, and this may or may not be reflected in the ABE program completion data.*
- Many adults also enter adult basic and secondary adult programs for socialization as well as educational purposes, and will remain in these programs for extended periods of time, learning, but also gaining interpersonal skills from human interaction which is not available to them in any other sector of their lives. *Because they prolong program completion, the data do not reflect this important aspect of adult basic and secondary adult education.*
- In general, adult basic and secondary adult programs still measure program completion on the basis of achievement of school skills rather than life skills—and yet life skills are what are needed, requested, and taught in many adult basic and secondary adult education programs. *The data which report on program completions, passing of the General Education Development test, and enrollment in high school or postsecondary programs tend to be measures of school rather than life skills learned by the program participants.*
- The term "enrollment" for the U.S. Office of Education reporting purposes is not clearly defined for the states by the U.S. Office of Education, Division of Adult Education. Enrollment might mean a minimum of 12 hours, or 3 to 6 years in an ABE program.

In spite of the major limitations of the data displayed in Tables I, II, and III, they are currently the only national picture available of the Federal adult basic and secondary adult education program.

The Council's 1976 preliminary Design to Evaluate Program And Administrative Effectiveness Of Programs Funded Under The Adult Education Act discussed program effectiveness in the following terms:

> Legislators, program staff, and learners have expressed the expectation that a variety of positive educational and social changes in the lives of learners will result from their participation in the program.

These expected outcomes can be summarized in six impact categories:

(1) *Improvement in employment status or employability.*
(2) *Participation in continuing education and job training.*
(3) *Participation in community activities.*
(4) *Participation in the political process.*
(5) *Utilizing community services and resources.*
(6) *Improving the school behavior and attitudes of children of participants.*

The Adult Education Act contains the assumption that the costs involved in providing services to increase the educational skills of the poor represent an investment of funds that is likely to yield a substantial return. The basis for this expectation is that there are likely to be significant increases in average lifetime earnings associated with each grade level completed up to high school graduation, with tax return on income far exceeding the costs of the services. In addition, the research reviewed by Borus,[11] Levin[12] and Ribich[13] presents evidence of the relationship between high school completion and reduction in crime, improvements in health, and increases in political participation that would reflect an exceedingly high return on the investment costs of providing adults with education through high school completion.

Benefits to the Nation

There are difficult conceptual, methodological, and data-collection problems involved in determining the social benefits and associated costs of public investment in education. Adult Education Act programs have, however, characteristics that would appear to reduce at least one of the analytic difficulties encountered when applying cost-benefit techniques to other programs; *e.g.*, it is not necessary to attribute any costs (direct or indirect) to learners in Adult Education Act programs. Other programs must establish a value for foregone earnings associated with the delay of employment in order to participate as a full-time student. Employed adult education program participants do not leave the labor force to attend the program; unemployed participants, with the exception of those eligible for VA benefits, do not receive subsidies related to participation.

The data contained in the following tables, primarily derived from state reports to the U.S. Office of Education, Division of Adult Education, for Fiscal Year 1976, depict in general terms the overall program effectiveness and benefit to the nation of the Federal Adult Education Act programs for that Fiscal Year.

Discussion of the Data

Because of the factors noted previously (ambiguity of the term "enrollment," differing objectives of persons entering and leaving adult education programs, and the variety of content, materials and measuring techniques used in such programs), the data in columns 4 and 5 on Table II and the data in Table III are perhaps the most meaningful for an overview of program effectiveness.

A study[14] conducted by the National Council of State Directors of Adult Education, combined with additional data collected by the National Advisory Council from the states and the U.S. Office of Education/Division of Adult Education, determined that the average annual cost per adult per year in 1976 for public assistance was $1,852. In 1976, 18,983 persons, according to U.S. Office of Education/Division of Adult Education reports, were removed from the public assistance rolls. This amounted to a total savings to the nation of $35,156,516 in public assistance funds. Total enrollments reported to the U.S. Office of Education/Division of Adult Education in 1976 were approximately 1,651,000 which included only those students supported under Federal monies for adult basic and secondary adult education, thus showing that approximately 1% of the total enrollments were removed from the welfare rolls. Total enrollments reported to the National Advisory Council for the same period of time, 3,371,265

[11] Michael E. Borus, *Evaluating the Impact of Manpower Programs.* (Lexington, Massachusetts: D. C. Heath & Company, 1972).

[12] Henry M. Levin, *The Costs to the Nation of Inadequate Education: for the Select Committee on Equal Educational Opportunity,* U.S. Congress, U.S. Senate, (January 1972).

[13] Thomas I. Ribich, *Education and Poverty,* (Washington, D.C.: The Brookings Institution, 1968).

[14] *Economic Impact Survey,* National Council of State Directors, National Association for Public Continuing and Adult Education, Washington, D.C., 1976.

TABLE I

ABE/SAE PROGRAM EFFECTIVENESS DATA
Fiscal Year 1976
(As derived from state reports: USOE/DAE)

STATE	TARGET* POPULATION (adults 16 years of age & over not currently required to be in school)	ENROLLMENT IN ABE/SAE	COMPLETED** ABE PROGRAM	ENROLLED IN HIGH SCHOOL AFTER ABE PROGRAM COMPLETION
ALABAMA	1,325,055	28,194	1,119	1,824
ALASKA	170,000	3,618	6	20
ARIZONA	433,126	5,476	727	245
ARKANSAS	701,444	6,555	1,353	818
CALIFORNIA	4,450,000	256,819	5,676	9,810
COLORADO	461,261	7,667	49	749
CONNECTICUT	800,000	15,655	1,603	1,095
DELAWARE	144,052	2,985	345	178
DISTRICT OF COLUMB A	215,018	21,347	1,532	81
FLORIDA	2,333,000	265,625	20,722	8,273
GEORGIA	1,595,415	42,238	9,005	5,261
HAWAII	456,000	16,508	-0-	59
IDAHO	164,279	7,813	1,291	566
ILLINOIS	3,325,000	59,930	1,912	767
INDIANA	1,433,705	15,621	648	1,164
IOWA	1,500,000	36,665	5,252	4,175
KANSAS	536,994	11,448	223	867
KENTUCKY	1,414,000	24,346	2,472	1,344
LOUISIANA	1,180,582	13,211	2,610	1,105
MAINE	245,000	4,293	644	488
MARYLAND	1,096,992	23,858	1,392	808
MASSACHUSETTS	1,415,564	17,356	3,220	1,246
MICHIGAN	2,730,000	81,409	2,610	1,105
MINNESOTA	857,000	6,983	1,977	614
MISSISSIPPI	900,000	10,031	487	75
MISSOURI	1,446,397	26,039	5,879	499
MONTANA	171,119	3,340	6	257
NEBRASKA	350,000	7,468	587	608
NEVADA	120,000	2,359	329	127
NEW HAMPSHIRE	187,000	4,188	59	76
NEW JERSEY	2,115,023	23,039	2,468	1,649
NEW MEXICO	289,000	7,167	3,164	989
NEW YORK	8,350,000	58,016	5,156	6,737
NORTH CAROLINA	1,841,581	81,366	5,126	4,556
NORTH DAKOTA	167,179	2,239	95	33
OHIO	2,909,938	39,483	862	874
OKLAHOMA	752,707	13,230	1,707	849
OREGON	532,834	16,517	1,699	575
PENNSYLVANIA	3,561,337	47,764	8,413	-0-
RHODE ISLAND	308,215	4,199	376	289
SOUTH CAROLINA	916,775	82,451	1,483	1,540
SOUTH DAKOTA	177,000	3,691	763	304
TENNESSEE	1,387,575	18,904	2,566	574
TEXAS	4,000,000	122,437	3,928	4,234
UTAH	179,743	15,918	1,011	553
VERMONT	110,000	3,780	73	30
VIRGINIA	1,442,498	16,711	1,606	1,356
WASHINGTON	800,000	11,073	1,395	420
WEST VIRGINIA	621,314	13,760	1,425	297
WISCONSIN	1,034,660	12,693	1,926	925
WYOMING	71,669	2,100	31	86
PUERTO RICO	1,317,623	19,601	4,948	3,223
AMERICAN SAMOA	not available	210	-0-	-0-
TRUST TERRITORIES OF THE PACIFIC	not available	3,223	145	31
GUAM	not available	1,945	143	37
VIRGIN ISLANDS	not available	606	40	21
TOTALS		1,651,168	124,284	74,486

* National Advisory Council on Adult Education-1977 Survey of State Support of Adult Education, Washington, D.C.

** U.S. Office of Education/Division of Adult Education definition of ABE Program Completion: through 8th grade. This does not include participants who have met their objectives and left program prior to completion. This data reflects only those participants who had the objective of reaching 8th grade level.

TABLE II

ABE/SAE PROGRAM EFFECTIVENESS DATA
Fiscal Year 1976
(As derived from state reports: USOE/DAE)

STATE	PASSED GENERAL EDUCATION DEVELOPMENT TEST	GRADUATED FROM HIGH SCHOOL AFTER STARTING IN ABE PROGRAM	ENROLLED IN* OTHER EDUCATION/TRAINING	OBTAINED** JOBS	GOT*** BETTER JOB
ALABAMA	4,167	331	3,023	1,487	1,398
ALASKA	568	1	247	114	31
ARIZONA	97	-0-	165	205	84
ARKANSAS	640	4	242	620	129
CALIFORNIA	4,931	3,493	17,721	19,518	10,992
COLORADO	427	162	336	416	161
CONNECTICUT	1,375	188	948	653	301
DELAWARE	765	31	42	-0-	178
DISTRICT OF COLUMBIA	225	173	1,261	115	3,500
FLORIDA	14,844	2,267	6,488	6,238	4,957
GEORGIA	6,940	400	2,719	2,064	1,413
HAWAII	30	27	304	237	138
IDAHO	1,285	30	1,004	715	428
ILLINOIS	4,135	240	2,955	977	448
INDIANA	1,783	290	915	711	395
IOWA	5,473	657	1,369	1,035	857
KANSAS	3,017	15	701	484	518
KENTUCKY	3,736	330	3,883	1,262	908
LOUISIANA	1,237	1,078	361	445	241
MAINE	535	155	195	227	90
MARYLAND	1,102	69	557	501	324
MASSACHUSETTS	1,673	397	1,308	679	200
MICHIGAN	948	233	465	375	495
MINNESOTA	642	73	613	328	123
MISSISSIPPI	540	21	302	329	278
MISSOURI	3,099	27	3,390	1,452	441
MONTANA	794	25	549	403	200
NEBRASKA	1,322	91	343	352	149
NEVADA	146	-0-	42	56	48
NEW HAMPSHIRE	575	195	156	158	66
NEW JERSEY	1,392	305	2,092	1,361	881
NEW MEXICO	4,435	64	164	218	409
NEW YORK	5,404	1,140	6,025	1,863	1,970
NORTH CAROLINA	13,782	4,976	7,421	2,725	813
NORTH DAKOTA	318	95	135	51	35
OHIO	2,056	166	3,320	1,592	840
OKLAHOMA	2,075	19	951	795	533
OREGON	1,605	136	1,052	1,064	182
PENNSYLVANIA	3,367	-0-	-0-	3,699	1,626
RHODE ISLAND	340	19	218	263	214
SOUTH CAROLINA	3,087	810	1,734	1,303	1,341
SOUTH DAKOTA	590	31	296	208	143
TENNESSEE	1,425	91	833	567	523
TEXAS	507	4,756	13,245	1,304	4,126
UTAH	803	208	479	463	-0-
VERMONT	240	21	270	106	82
VIRGINIA	946	555	1,212	563	679
WASHINGTON	710	26	720	422	172
WEST VIRGINIA	4,439	202	34	-0-	-0-
WISCONSIN	973	-0-	1,516	643	253
WYOMING	603	2	59	244	186
PUERTO RICO	797	1,013	787	1,100	514
AMERICAN SAMOA	-0-	-0-	not applicable	not available	not available
GUAM	not applicable	not applicable	2	not available	11
TRUST TERRITORIES	not available	not available	not available	3	not available
VIRGIN ISLANDS	not available	not available	2	8	not available
TOTALS	116,945	25,678	95,171	61,621	44,513

* Employee development, community college, junior college, business or technical institute, correspondence, other Federal, state or local manpower programs as a result of experience in program-U.S. Office of Education/Division of Adult Education.

** Obtained jobs as a result of experience gained in program-U.S. Office of Education/Division of Adult Education.

*** Changed to or were upgraded to a better job as a result of experience in program-U.S. Office of Education/Division of Adult Education.

TABLE III

ABE/SAE PROGRAM EFFECTIVENESS DATA
Fiscal Year 1976
(As derived from state reports: USOE/DAE)

STATE	REMOVED FROM WELFARE*	REGISTERED TO VOTE FOR FIRST TIME	RECEIVED U.S. CITIZENSHIP	RECEIVED DRIVER'S LICENSE	RECEIVED TRAINING IN COMPLETING INCOME TAX FORMS
ALABAMA	679	1,010	40	578	2,181
ALASKA	60	41	2	20	137
ARIZONA	28	17	11	45	36
ARKANSAS	374	207	11	190	121
CALIFORNIA	4,340	4,828	3,236	16,308	18,748
COLORADO	94	113	106	169	377
CONNECTICUT	217	235	201	374	976
DELAWARE	-0-	61	46	71	470
DISTRICT OF COLUMBIA	74	210	75	82	357
FLORIDA	1,315	5,673	2,667	3,412	4,986
GEORGIA	955	1,077	94	342	3,379
HAWAII	100	116	318	194	129
IDAHO	2	4	62	5	412
ILLINOIS	237	818	400	506	3,042
INDIANA	337	158	58	71	546
IOWA	1,114	407	114	393	606
KANSAS	80	24	18	53	228
KENTUCKY	235	328	37	450	919
LOUISIANA	135	378	18	141	1,544
MAINE	37	69	14	66	309
MARYLAND	45	253	107	128	7,454
MASSACHUSETTS	97	182	108	151	590
MICHIGAN	148	3,861	143	423	4,353
MINNESOTA	43	44	49	248	791
MISSISSIPPI	57	190	1	69	1,825
MISSOURI	116	402	92	126	5,141
MONTANA	620	271	7	133	243
NEBRASKA	121	92	42	92	-0-
NEVADA	-0-	-0-	-0-	-0-	175
NEW HAMPSHIRE	39	45	30	34	527
NEW JERSEY	600	556	321	698	3,741
NEW MEXICO	126	87	62	41	519
NEW YORK	348	941	208	424	3,082
NORTH CAROLINA	-0-	-0-	0	363	1,344
NORTH DAKOTA	10	5	7	23	52
OHIO	1,087	771	161	553	1,692
OKLAHOMA	196	104	58	101	1,435
OREGON	196	406	607	292	1,793
PENNSYLVANIA	1,980	2,396	947	-0-	-0-
RHODE ISLAND	25	34	18	131	598
SOUTH CAROLINA	274	875	19	672	1,951
SOUTH DAKOTA	92	97	7	29	209
TENNESSEE	95	478	22	174	1,817
TEXAS	1,062	1,057	579	1,116	1,534
UTAH	199	134	159	950	567
VERMONT	41	16	13	51	72
VIRGINIA	84	141	102	365	1,914
WASHINGTON	399	146	95	98	360
WEST VIRGINIA	155	182	69	-0-	-0-
WISCONSIN	256	48	42	255	143
WYOMING	59	35	25	57	158
PUERTO RICO	166	2,309	34	604	76
AMERICAN SAMOA	not available	unknown	not available	unknown	unknown
TRUST TERRITORIES	-0-	10	10	-0-	-0-
GUAM	-0-	56	21	not available	-0-
VIRGIN ISLANDS	-0-	-0-	3	6	-0-
TOTALS	18,983	29,686	11,652	31,273	83,582

* Removed from public assistance rolls-U.S. Office of Education/Division of Adult Education.

(which included adult basic, secondary, and general adult education programs having application to secondary credits) show that .6% of that total enrollment were removed from the welfare rolls. The following extrapolated data show the potential savings to the states and nation (using both U.S. Office Education and Advisory Council enrollment counts) if removal from welfare rolls alone is increased and counted:

TABLE IV

Actual and Projected numbers of participants removed from welfare rolls with percentages of enrollment and projected savings–FY-1976 based on average cost per adult per year on public assistance of $1,852.

NACAE 3,371,265 enrollment			USOE 1,651,000 enrollment		
% of total enrollment removed from welfare	Number of participants	Projected savings to states	% or total enrollment removed from welfare	Number of participants	Projected savings to states
		Actual Enrollments			
6%	18,983	$35,156,516	1.1%	18,983	$35,156,516
		Projected Enrollments			
1%	33,713	$62,436,476			
2%	67,425	$124,871,100	2%	33,020	$61,153,040
3%	101,138	$187,307,576	3%	43,530	$80,617,560
4%	134,851	$249,744,052	4%	66,040	$122,198,080
5%	168,563	$312,178,676	5%	82,550	$152,982,600

The Council's 1977 Survey of State Support of Adult Education found the average cost of 100 hours of instruction to be $125. Using this figure, the average cost of 100 hours of instruction for the 18,983 participants removed from the welfare rolls in Fiscal Year 1976 was $2,372,875. Doubling the number of contact hours to 200 would only increase the average cost of instruction to $4,745,750, as compared to the $35,156,516 saved by removing these program participants from the public assistance rolls. In this case, immediate benefit to the nation of an investment of from $2 million to $5 million was clearly over $35 million.

The U.S. Office of Education, Division of Adult Education state report data indicated that in Fiscal Year 1976, a total of 61,621 persons obtained jobs as a result of participation in adult basic or secondary adult program. The National Council of State Directors of Adult Education Survey indicated that the average yearly minimum income earned by persons who obtained jobs as a result of participation in adult basic and secondary adult education programs was approximately $5,200. This was a total of approximately $320,429,200[15] placed back for 1976 into the economic system of this country as a direct result of the adult basic and secondary adult education program. Add to this figure the 44,513 participants who obtained better jobs as a direct result of involvement in the adult basic and secondary adult program and the projected money earned by the participants, $9,258,704,[16] and the effectiveness of the program suddenly takes on a different dimension.

According to the Council's 1977 Survey of State Support of Adult Education, the Federal government's appropriation for adult basic and secondary education in Fiscal Year 1976 was approximately $71 million while the states contributed $122 million and local agencies contributed approximately $67 million for a total of approximately $250 million. At the same time, the Council of State Directors' Economic Impact Survey

[15] Projected income earned by adults who became employed (number of adults receiving jobs as a direct or indirect result of attending adult education classes times minimum hourly rate–$2.50 at time of survey–times 40 hours x 52 weeks), *Economic Impact Survey*, National Council of State Directors, National Association for Public Continuing & Adult Education, Washington, D.C., 1976.

[16] Number of adults receiving promotion times $.10 hour–minimum figure–times 40 hours x 52 weeks, *Economic Impact Survey*, National Council of State Directors, National Association for Public Continuing & Adult Education, Washington, D.C. 1976.

TABLE V

Number of participants removed from welfare rolls and savings to country, number of participants obtaining new jobs or getting better jobs and overall projected increased income.

Total Number Removed From Welfare Rolls	Dollars Saved	Number Obtaining New Jobs	Projected Increased Income	Number Getting Better Jobs	Projected Increased Income
18,983	$35,156,516	61,621	$320,429,200	44,513	$9,258,704

indicates savings to the country of approximately $35 million for persons removed from public assistance as a result of their taking part in adult basic and secondary programs. The savings to the nation of additional investments at local, state, as well as Federal levels in adult basic and secondary adult education becomes obvious.

Other 1976 USOE, Division of Adult Education data show equally successful potential: 11,652 persons received U.S. citizenship with all of the rights and obligations which citizenship entails. 31,273 persons received driver's licenses, meaning that in 1976 at least some part of that number were able to obtain their licenses, to purchase gasoline (paying all of the taxes involved), and in general to become more employable. Many, undoubtedly, purchased automobiles. 29,686 participants registered to vote for the first time as a result of the program, thus fulfilling the purpose of the Adult Education Act: "It is the purpose of this title to expand educational opportunity . . . that will enable all adults . . . to become more employable, productive, and responsible citizens."

One need only look to the continued expansion of the adult basic and secondary adult education program to glimpse the potential economic impact which the program contains: with twice as many citizens off welfare rolls, the savings would amount to more than $70 million—almost the amount of the total Federal appropriation for 1976. With twice as many persons obtaining new jobs as in 1976, the projected increased income earned for 120,000 adults would amount to over one-half billion dollars! Double the number of persons enrolled in other education and/or training programs after completing adult secondary education and both the individual and our society are aided in innumerable ways.

But one cannot view the adult basic and secondary adult education program in this country today only in terms of economic impact. One must also examine the program in terms of human involvement, and the impact of this human involvement on our society—today and tomorrow.

The adult basic and secondary adult education program's effectiveness is evident by the breadth of its spread across the country. Clearer focus is gained by viewing the following U.S. Office of Education/Division of Adult Education state report data: 740,000 males took part in the program in 1976 and 910,500 females; of these adults, 17,277 were American Indian, 394,140 were black, 137,182 were Asian American, 360,223 were Spanish-surnamed, and 751,981 fell into the category "Other individuals not . . . previously included."

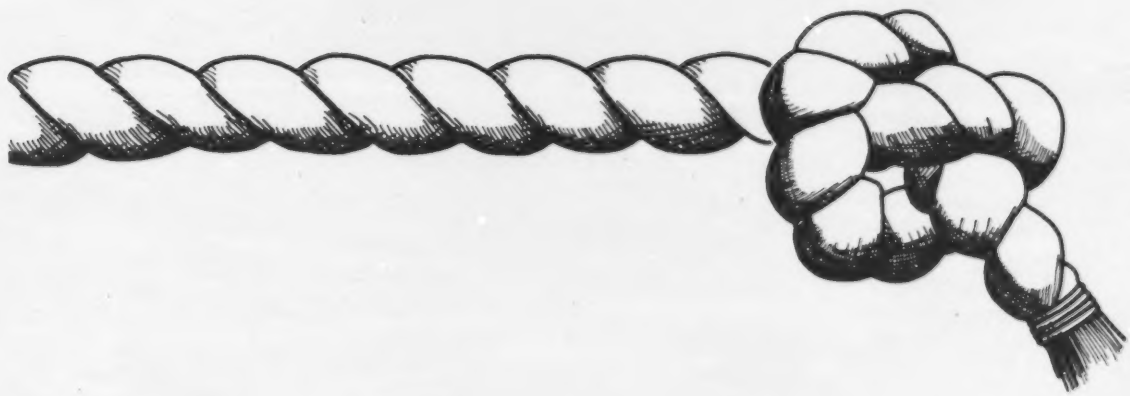
In 1976, the program was serving the population for which it was intended is evident by the fact that 580,716 of the enrollees were unemployed, and 139,250 were on public assistance. When one considers that 118,061 completed the 8th grade level as a result of participation in the program in 1976, and 70,405 went on to enroll in high school programs after completion of the adult basic education program, and the impact of these numbers upon individual human lives, the lives of families and communities, then the ripple effect of the adult basic and secondary education program becomes evident.

Adult basic and secondary adult education is the youngest and, as has been stated earlier, the fastest growing of the four major American education publics. Although adult education has occured sporadically throughout the nation's history as needs have arisen, it was not until the passage of the Adult Education Act in 1966 that America recognized nationally a responsibility to those millions of adults who do not have the skills and competencies to survive in today's society, much less tomorrow's. Through the growing Federal-state-local partnership supporting adult basic and secondary adult education which has evolved since 1966, millions of United States citizens are moving back into the mainstream of American life,

helping themselves, their children and most certainly the national economy. The adult basic and secondary adult education program in this country today, in all its myriad complex components, is effective. Its continued growth and effectiveness will depend upon the understanding of the total population that this nation's very survival may well be dependent upon it.

Administration Effectiveness

- **Planning–Division of Adult Education–Internal and External**
- **Division of Adult Education Organizational Structure, Staffing and Relationships**
- **Controlling–MERC Reviews and Coordination**
- **Evaluation–Division of Adult Education–Internal and External**
- **Dissemination–Division of Adult Education–Internal and External**



Administration Effectiveness

Overview

The Council focused its review of the administration and organization effectiveness of the Division of Adult Education in relation to five basic management functions: planning, organizing, controlling, evaluating, and disseminating.

The review process attempted to address these questions: how does the Division of Adult Education obtain information and process it validly? What mechanisms exist for translating information, particularly about alterations in the environment, into changed operations? Are the internal operations flexible enough to cope with changes? Are the roles, relationships and perceptions–by the Division of Adult Education of the field of adult education which it serves–and by the field of adult basic and secondary adult education of the Division of Adult Education–realistic? And, can any inferences be drawn from the Division of Adult Education's degree of administration effectiveness to program effectiveness?

The data used in this section of the report have been obtained from: the 1975 Comptroller General's report, *The Adult Basic Education Program: Progress in Reducing Illiteracy and Improvements Needed;* information supplied by the Division of Adult Education; U.S. Office of Education Management Manual; the Council's survey of State 306 and 309 Evaluations;[17] the U.S. Office of Education publication: *Facts About the Bureau of Occupational and Adult Education*, 1976; *A Study of Program Specialist Competencies in the U.S. Office of Education*, February, 1978; "Ties that Bind," HEW National Management Planning Study–1976–U.S. Department of HEW, Region X, Seattle, Washington.

[17] Sections 306 (State Plans) and 309 (Special Experimental and Demonstration Projects) of the Adult Education Act.

Planning

Planning was reviewed both in terms of the Division of Adult Education operational activities and state planning relative to regulatory requirements.

Planning, the foundation of any organizational system, was addressed in the 1975 General Accounting Office report on the adult education program. This report recommended that the Secretary of Health, Education, and Welfare require the U.S. Office of Education to establish clear, measurable objectives indicating what the adult education program is intended to accomplish in terms of output or impact and set periodic milestones to measure the program's effectiveness in accomplishing these objectives as required by HEW's Operational Planning System.

Division of Adult Education

The Division of Adult Education is to be commended on its response to the General Accounting Office recommendation. With regard to its own internal activities, extensive planning has taken place, objectives set and measurable milestones established. The Operational Planning System of the Division of Adult Education appears to be flexible enough to allow for new goals or objectives to be set and old ones eliminated as they are reached or become inoperable. The only major flaws in this system are the minimal involvement of staff in setting priorities for the system (which causes the system at times not to reflect what is actually happening in the Division) and the fact that Bureau level priorities are occasionally imposed on the Division which are not really relevant to Division priorities and operations (*i.e.* for vocational education).

The Division of Adult Education responded to the recommendation for output or program impact objectives and also to another General Accounting Office recommendation which identified the need for more specific guidelines for state educational agencies to assist them in assessing program objectives, identifying outputs, and measuring impacts by publishing a set of regulations in April, 1975. These regulations required that states set forth in their annual program plans specific priorities and objectives for fulfilling the purposes of Section 309 (Special Demonstration and Teacher Training Projects) of the Adult Education Act.

States

The Council has reviewed the evaluation criteria and program objectives submitted by the states to the Division of Adult Education for Fiscal Year 1978. These data indicate that many states have established priorities and set measurable objectives for the current fiscal year. A 1977 survey of the states by the Council for Section 306 and 309 evaluations did not, however, provide any indication of specific priorities or measurable objectives set—and used to determine program impact—by more than half dozen states.

Current regulations require that states submit some type of program plan each year. The Division of Adult Education, however, cannot implement the law in terms of any type of "Management Evaluation Review for Quality" as is now possible under the Vocational Education Amendments of 1976 which allow for U.S. Office of Education analysis of program strengths and weaknesses at the local level. The Division of Adult Education is restricted by current law to Management Evaluation Review for Compliance (MERC) reviews in the states and consequently state plans have become more compliance than planning documents. The problems with regard to state planning may be aggravated by the inability of the Division of Adult Education to go into states unless invited to provide assistance. On the other hand, states, in general, do not perceive the Division of Adult Education as currently having the understanding of or competencies to deal with local/state problems.

The 1976 Department of Health, Education, and Welfare (HEW) National Management Planning Study, "Ties That Bind," found in reviewing 46 HEW formula grant programs which fund state and/or local governments and 8 of the largest HEW project grant programs for which such governments may apply that HEW requirements for management planning were inconsistent and that state "plans" were primarily compliance documents. Most significantly this study found that the compliance requirements embodied in the statutes and regulations administered by HEW not only failed to generate management planning, but in fact were working against state and local management planning. The study went on to raise a difficult question: *If compliance requirements were significantly reduced and other favored options pursued, would management planning occur?*

In response to this question the study found a strong concern that planning energy and resources were being drained away in multiple compliance exercises. The study did find that a broad Federal requirement was necessary and desirable: that without such a requirement the mounting public pressure for more services would force managers to seriously curtail planning and that some guidance was necessary for state and local governments to clearly understand what is expected of them and to assist those who had not yet begun this kind of work.[18]

A January, 1978, study conducted by Peat, Marwick, Mitchell and Company for HEW, *A Study of Adult Learning Opportunities* found, with regard to planning,

> . . . . the minimal use of rational planning processes . . . in decisions concerning programs. Most organizations offering adult education programs are not guided by formal assessments of institutional capabilities and of learning needs that may be present in the community. Instead, most institutions rely on the personal judgments of individual staff persons and information conversations among staff as the basis for program decisions.[19]

Whether legislative or regulatory changes would alone improve state planning or change the role of the Division of Adult Education in regard to the state planning process from one of monitoring to support is a critical question which must be addressed in more depth.

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[18] "Ties that Bind," *HEW National Management Planning Study*, (U.S. Department of HEW, 1976).

[19] Peat, Marwick, Mitchell & Co., *A Study of the Supply of Adult Learning Opportunities*, (January 1978), page iv.

Organizing

The organization of any management system generally dictates the system's ability to meet its stated goals and objectives, and allows for whatever degree of organizational health the organization is able to reach.

The Council's review of organizing as it relates to management focused on organizational structure, staffing and relationships. The review of program effectiveness was reported in the preceding section of this report. Fiscal operations of the Division were not reviewed.

The Division of Adult Education/U.S. Office of Education, is divided into two branches: the Program Services Branch which provides services to that part of the field of adult education known as adult basic and secondary adult education; the Program Development Branch which provides internal support for the Adult Basic Education/Secondary Adult Education program and the Division by gathering data on state programs, writing regulations, policy statements, etc.[20] Other than the lateral reassignment of his staff, the Director of the Division may not make divisional changes without the approval of HEW management. He may not make changes within his branches without the approval of U.S. Office of Education management. He may not hire personnel from outside the Federal government. In essence, the Civil Service personnel system prohibits the Division of Adult Education from selecting many qualified persons to serve the needs of the organization.

This personnel system was unable to respond to a Branch Chief vacancy in the Division for 13 months—a position only recently filled. The second Branch Chief has been on sick leave since June, 1977, and until he returns, or retires, that position cannot be filled. The personnel system itself is unable to respond to the needs of the organizations it was established to serve. In terms of meeting the needs of states and local programs served under the Adult Education Act, there has been no one in the Division of Adult Education since 1973 with any actual field experience—thus, the Division is also unable to responsibly select those individuals most qualified to serve the program due to the Civil Service system. Viewing the Division of Adult Education in relation to the Civil Service system, it is obvious that these two systems are working at cross-purposes, or, that the Civil Service personnel system prevents the Division of Adult Education from staffing and organizing itself in ways which would lead to the highest level of organizational health—and would best serve both the U.S. Office of Education and the field of adult education.

The December, 1977, Final Report of the President's Reorganization Project noted some of the problems of the Civil Service personnel system:

> The Federal personnel system has grown so complicated that neither managers nor employees understand it. Both have been forced to rely on highly trained personnel technicians to interpret it for them. As a result, personnel management has frequently become divorced from the day-to-day supervisor-employee relationship. This separation hurts employees and managers alike. The system's rigid, impersonal procedures make it almost as difficult to adequately reward the outstanding employee as it is to remove the incompetent employee. Excessive delays in filling positions frustrate both the employees applying for these jobs and the managers trying to fill them. Most importantly, when incompetent and unmotivated employees are allowed to stay on the rolls, it is the dedicated and competent employees who must carry more than their share of the load in order to maintain service to the public.[21]

It must also be noted that the larger system, the Department of Health, Education, and Welfare of which the U.S. Office of Education is a part, may at times take action which is at cross-purposes with the Division of Adult Education and the field of adult education. For example, the recent Department level decision to recentralize the Regional U.S. Office of Education offices has pulled ten positions back from the ten regions into the Division's Program Services Branch, removing the states' close access to the Division's Regional Program Officers. These questions need to be asked: what impact will this action have in terms of accessibility of the states to the Division and what is the cost benefit of this organizational change?

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[20] *Facts About the Bureau of Occupational and Adult Education*, (DHEW/USOE 1976).

[21] The President's Reorganization Project, Personnel Management Project, Volume I: Final Staff Report, (December 1977), page vi.

Controlling

The control function of management is always concerned with three areas: time control, cost control and quality control. With respect to the Division of Adult Education, these areas must be concerned with internal control (that is, time, cost and quality control as it relates to the internal operation of the Division), and external control (the monitoring and compliance of state plans by the Division of Adult Education).

Because of the nature of the Division of Adult Education—that it is a subsystem of a complex Federal bureaucracy—certain controlling functions are established by the Department of Health, Education, and Welfare and/or the Office of Education. Cost control, or budgeting systems are established by the larger systems. Time control is handled to some degree internally by the Division of Adult Education through its Operational Planning System which sets milestones for specific tasks to be accomplished. However, in order for the manager of any organization to establish effective control over his or her organization, three activities must take place: 1) suitable standards must be established to use as control guidelines; 2) actual results of operation must be measured and compared against the standards; 3) the results must be evaluated and appropriate action taken to correct deficiencies.

As far as internal control is concerned, these three activities do take place through the Operational Planning System (OPS) to some extent. An annual performance appraisal is also used to evaluate staff performance. The performance standards which are set within the OPS allow employees to know whether a job is completed on time and satisfactorily—but this system does not allow managers to identify cause if a task is not satisfactorily completed. It is questionable also if, within the existing Civil Service personnel system, it is possible to take any type of action to correct deficiencies in staff performance when they occur and are identified. In addition, the Council found no evidence of a systematic staff directed development plan which would upgrade staff capabilities. A recent survey by Parker of Program Specialist Competencies in the U.S. Office of Education identified 152 competency items with 81 (53%) rated by the study sample as very necessary to the performance of Education Program Specialists. At the same time the sample rated itself as incompetent for 121 (80%) of the competency items. The study also found that 67% of the sample had not been involved in staff development programs within the past year. In this respect, the Division of Adult Education cannot really be said to have the adaptability to solve quality control problems as they relate to its internal operations.

With regard to the controlling function as it relates to Division of Adult Education external operations, this function, as has been mentioned earlier, is primarily evidenced through the conducting of Management Evaluation Reviews for Compliance. The General Accounting Office Report, previously cited, recommended that the Secretary of Health, Education, and Welfare should require the U.S. Office of Education to, in turn, require that state education agencies establish and measure output or impact objectives in order to measure program effectiveness. The Department of Health, Education, and Welfare agreed, stating in its response: "Through monitoring and providing technical assistance (to the states), the Office of Education will assess and help effectuate program accomplishments."

The Federal regulations relating to state adult education programs require detailed financial and performance reports as specified under the General Education Provisions Act and Regulations. The Division of Adult Education has established a system for tracking state grant audit reports and has set up a schedule for Management Evaluation Reviews for Compliance on-site visits. The results of these compliance reviews to date indicate that the states are most frequently out of compliance in the three categories of "coordination," "fiscal," and "state advisory councils."

After a Management Evaluation Review for Compliance is completed, the Division of Adult Education makes recommendations to the individual states for taking action which will bring them into compliance. Until the recentralization of the regional offices of the U.S. Office of Education, regional office staff were responsible for monitoring state actions and reporting to Washington, D.C./ Division of Adult Education within a given period of time the status of states' compliance or noncompliance.

It is not evident to the Council from any available data that such compliance review activities have had any significant impact on program improvement and/or student achivement. Compliance reviews may be necessary as the laws and regulations are now written, but the cost effective-

ness of such on-site visits in terms of greater program effectiveness must be questioned. There may be better ways for the Division of Adult Education to work with the states—ways which might have more direct impact on program effectiveness. It is not evident that the Division of Adult Education's monitoring and technical assistance to states has, other than forcing compliance, helped "effectuate program accomplishments," with one possible exception. That exception may be in the area of coordination with other agencies and programs.

Evidence of such coordination is required by states under Section 306 of the Adult Education Act. A review of the Management Evaluation Review for Compliance reports submitted to the Council by the Division of Adult Education indicates the majority of states were in at least a questionable compliance status with regard to coordination with other programs—particularly with other bilingual programs. Division of Adult Education recommendations to alleviate these problems appeared to be sound, although no evidence is available to determine either the recommendations' value or the states' implementation.

The January, 1978, *Study of the Supply of Adult Learning Opportunities*, the Department of Health, Education, and Welfare found, with regard to the problems surrounding coordination, that:

> Public agencies (including welfare departments, public libraries, and manpower development agencies, but excluding the public educational system) are distinguished by their lack of well coordinated adult education programs. This lack may be due in part to the education functions being subordinated to the primary service functions of the agencies—decisions about adult education programs are often haphazardly made and program coordinators often have little power in the agency.[22]

A March, 1978, HEW National Coordination Study, *The Cure-All That Sometimes Works*, summarized its findings as follows:

1. Much coordination is already occurring particularly at the local service provider level, and especially in the form of referral of clients between agencies.
2. Coordination is not always recognized as such. Providers and administrators tend to connect it heavily with "meetings," for which they'd prefer to substitute more shared information and shared funding.
3. The primary purpose of coordination, both current and desired, is in service delivery: expanding/improving services and the efficiency with which services are delivered.
4. There is a detectable feeling of isolation from HEW on the part of local service providers, and some interest in stronger Federal-local information sharing. Some local providers don't even know when some of their funding comes from HEW. Many view the state as a "middleman," not always favorably.
5. This has a factual basis. Three-fourths of HEW funds are direct transfer payments to individuals. Of the remainder, half goes to states as formula grants. Another 9% goes exclusively to private, nonprofit providers and researchers. States, local governments, and private agencies compete for the remaining 41% of nontransferable funds (i.e., remaining 10% of all HEW funds).
6. In two-thirds of the programs studied, the statutes mandate coordination. Of the remaining one-third, roughly half requires coordination by regulation, while the other half (or 1/6th of the total) does not require coordinations at all.
7. In those programs which require coordination by both statute and regulation, two-thirds do not specify which organizations and which functions are to be coordinated. Purposes for coordination and activities to be coordinated are virtually never specified in either statutes or regulations for any program.
8. Few study participants were aware of any monitoring of coordination at any level. Few could identify any coordination incentives from higher levels of government.
9. There is strong—though not universal—desire for improved coordination. Most of this is for local-local coordination, mostly for purposes of service delivery, and mostly in the form of shared information and funding.
10. This study sought, but found virtually no relationship between Federal mandates for coordination and actual instances of coordination.
11. On the other hand, the study turned up little evidence that current Federal coordination mandates *per se* work a hardship or have a negative effect on grantees.
12. Many Federal requirements (other than co-

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[22] Peat, Marwick, Mitchell & Co., *A Study of the Supply of Adult Learning Opportunities*, (January 1978).

ordination mandates) are heavily implicated in the perceived barriers to coordination. These include categorical funding, conflicting and restrictive eligibility rules, mismatched program cycles, mismatched reporting/monitoring requirements, and mismatched administrative procedures. Participants' perception of interprogram coordination at the Federal level was relatively low.

13. Participants cite three types of barriers to improved coordination:
    (a) "turf" (categorical, special interest protection)
    (b) policy (especially eligibility restrictions)
    (c) organization (especially lack of staff and resources).
14. Barriers are heavily related to the issue of goal definition. Different interests yield different goals. Goals differ because of categorical vs. generalist interests and because there are essentially four jurisdictional interests involved: Federal, State, local government, and private service providers. Result: one person's coordination is another's taboo.
15. Study data show inconsistent opinions as to whether the Federal government should be more directive or less directive with regard to coordination.[23]

In surveying the states concerning the problems of adult education program coordination with other agencies, the consensus determined by the Council has been that *evidence* of coordination at the state level can be legislated. *Actual* coordination cannot be legislated but will occur—primarily at the local level—where the elements required for coordination exist. These elements are:

- Organizational boundaries are open
- Organizational boundaries cross
- Organizational boundaries can be expanded
- Memberships overlap
- Organizations have ability to relate to some similar environmental factors
- Organizations have mutual, similar or complimentary goals
- Opportunity to cooperate exists–both externally and internally
- Organizations have the internal resources which allow for or support coordination[24]

Evaluating

The purpose of evaluation is to determine whether to improve, maintain, or terminate an organization, system or subsystem. It is the process of (a) agreeing upon standards, (b) determining whether discrepancies exist between established standards and actual operation, and (c) using that information to identify strengths and weaknesses of organizational or system operation. The Council reviewed the Division of Adult Education's internal and external evaluation activities in these terms.

The Division's internal evaluation system is primarily directed by the objectives established as part of its Operational Planning System. This planning system is closely monitored by the Division of Adult Education, maintaining an ongoing evaluation of those objectives and milestones which have been established. This system does not, however, allow the Division of Adult Education to identify problem *causes* with regard to internal operations, but only the problems themselves.

Regarding external evaluation, the General Accounting Office report recommended that the Secretary of Health, Education, and Welfare require the U.S. Office of Education to "inventory and evaluate the full range of delivery systems and instructional approaches for the program and to develop a system for identifying potential benefits of special projects . . ." The Department of Health, Education, and Welfare concurred with both these recommendations as follows:

> The Office of Education will initially develop a set of criteria for identifying quality delivery systems and instructional approaches used in adult education programs across the nation. The delivery systems which meet these criteria will be identified . . . Under the Clearinghouse on Adult Education, as authorized in the Education Amendments of 1974, the Office of Education will establish a system for identifying potential benefits.

The 1975 Rules and Regulations published by the Division of Adult Education for State Adult

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[23] "The Cure-All That Sometimes Works," HEW National Coordination Study, (March, 1978).

[24] "Ties that Bind," HEW National Management Planning Study, (U.S. Department of HEW, 1976).

Education Programs specifically address evaluation:

> The annual program plan shall describe procedures which will be used for conducting an annual evaluation of all activities (Sections 306 and 309 of the Act) which shall be carried out in the year for which funds are sought. The procedures should describe the specific criteria which will be used in assessing the effectiveness of the program or project. Such annual evaluation should be conducted either by the State agency or by other parties. The annual program plan should set forth the evaluation instruments to be applied in the annual evaluations conducted by the State agency. A copy of any reports of such evaluations shall be sent to the U.S. Commissioner of Education. Results of the evaluation must also be reflected, as appropriate, in the performance report which must be submitted annually with the Financial Status Report in accordance with Subpart P of the General Education Provisions Regulations.

In spite of the General Accounting Office recommendations and the requirements of the Rules and Regulations, a 1977 Council survey of state and 309 project evaluations produced few results. Many states set general criteria for program evaluation and others used a case history approach which produced such data as "students liked the program a lot." Because the Division of Adult Education does not have the authority to go into states for other than compliance reasons, unless invited, there is little it can do to enforce the regulations regarding evaluation, or to provide the technical assistance which might enable states to develop more valid and meaningful evaluation designs.

In addition, criteria have not yet been developed by the Division of Adult Education for identifying quality delivery systems and instructional approaches. Since early 1977, the Clearinghouse on Adult Education has been operated by Informatics, Inc. of Rockville, Maryland. However, it has not been designed to function as an evaluator, identifying potential benefits, as intended by the Department of Health, Education, and Welfare, but rather it will serve only as an information collection and referral service. The conceptual model prepared for the Division of Adult Education by Informatics, Inc. defines the two major tasks of the Clearinghouse:

- To respond to queries from users by utilizing existing adult education, manpower, and related education information resources.
- To develop and field test a comprehensive information system that will provide new access to information that will be used to compliment existing resources in providing responses to user needs.

Under existing legislation, there is apparently little that the Division of Adult Education can do to fill the critical information void which surrounds program effectiveness at the state and local levels. It is unfortunate that decisions must be made at the national level affecting the adult education program with an inadequate base of information. To compound the problem, the current Presidential budget contains no funds for either the Adult or Community Education Clearinghouse—in spite of the Department of Health, Education, and Welfare's commitment to the implementation of the Adult Education Clearinghouse evidenced in its response to the General Accounting Office report.

With respect to the data which the Division of Adult Education does collect from the states, the General Accounting Office report recommended:

> That the Secretary of Health, Education, and Welfare require the Office of Education to institute procedures to improve the accuracy and timelines of program statistics derived from local programs and summarized at the state level. The Office of Education should also establish separate reporting on enrollments and completions for non-English speaking enrollees.

The U.S. Department of Health, Education, and Welfare concurred with these recommendations and the Division of Adult Education has, since 1975, expended a great deal of effort in the identification of data collection problems and possible solutions to these problems.

An early 1976 Division of Adult Education interoffice memorandum identified six problem areas in the reporting process as follows:

> In summary, reporting is at such a low state in adult education because:
>
> (1) U.S. Office of Education has not asserted sufficient authority and leadership in this area;
> (2) the process of preparing reports is not seen as an integral part of program management;
> (3) there is not a feed-in system of report data in program planning, management and administration;

(4) consequently, many states do not feel undue concern about not getting reports in on time;
(5) the Office of Education frequently revises its reporting requirements and gives states inadequate time to gear up to meet these requirements; and
(6) the Office of Education makes inadequate use of these reports.[25]

Two studies, *Report on Data Collection Problems in Adult Education: People or Paper* and, *HEW-National Reporting/Monitoring Study–1977* were utilized by the Division and the following recommendations were made by the Director of the Division of Adult Education to the Office of the Deputy Commissioner, Bureau of Occupational and Adult Education:

> (The Division of Adult Education must) design a reporting system that has useful feedback data to the producer, thus making it important and useful for an administrator to respond.
>
> In order to reduce the number of states penalized, considerable effort should be devoted to (1) informing states of expectations for accuracy and quality in reporting adult education data, (2) assisting states in developing verification procedures for data collected, (3) providing training for state and regional personnel on the proper interpretation of reporting form instructions and data cells, and (4) demonstrating to states the utility of data, as reported on "Federal" forms, in planning and managing adult education programs. Although states receive the penalty, it is the educationally disadvantaged adult who is hurt most by suspension or discontinuation of funds. Therefore, every effort should be made to assist states to institute procedures which will ensure that the requirements of the Adult Education Act are met.[26]

The Division of Adult Education has developed new guidelines and reporting forms which are currently being used by the states for reporting FY-1978 data. These forms appear to be more extensive than previous data collection efforts. Whether or not they will produce more valid and useful data for the states as well as the U.S. Office of Education cannot yet be determined. Because evaluation criteria for identifying quality delivery systems has not yet been developed by the Division of Adult Education, the report information being gathered cannot be used to identify strengths or weaknesses of operation to the maximum extent possible.

Dissemination

The dissemination function of management is a circular process. Information necessary for the health of the environment in which the organization exists is disseminated from the organization to appropriate sites in that environment; information necessary for the health of the organization is transmitted back to the organization from the environment. Within the organization, information is transmitted back and forth between various levels or subsystems as required for organizational health.

Internal—Communications within an organization are frequently a function of the Executive Officer's management style. This is certainly the case in the Division of Adult Education which is the only Division in the Bureau which does not have regularly scheduled Division staff meetings. Staff meetings are called when the Director and/or his Branch Chiefs determine there is a need to communicate, share or disseminate information within the Division. This policy has evolved as a result of the Director's belief that meetings can become an expensive way to communicate if used to meet every type of communication need. Extensive use is made of written communications, although the Director does meet weekly with his Branch Chiefs. He then relys on the Branch Chiefs to hold appropriate Branch staff meetings. It is interesting to note that when staff meetings are held, they frequently deal more with problems of integrating individual and organizational goals than with a content agenda. Communications—or information collection and dissemination *within* the Division of Adult Education does not appear to be a *major* problem area.

External—The 1975 General Accounting Office report noted a void in information dissemination and made the following recommendation:

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[25] DHEW/USOE Memorandum, Education Program Specialist, FOSB, to Chief, FOSB, (February 13, 1976).

[26] Memorandum–Paul Delker to Charles Buzzel, June 27, 1977. "Summary of Comments Regarding the Report on Data Collection Problems in Adult Education," (Operational Planning System 01/02/12).

> The Secretary of Health, Education, and Welfare (should) require the Office of Education to inventory and evaluate the full range of delivery systems and instructional approaches for the program and disseminate results in order that state and local program officials would have the information necessary for them to identify the system and approach most appropriate under a given set of circumstances.

The Department concurred with this recommendation, stating that criteria for identifying quality delivery systems and instructional approaches would be developed, the delivery systems and instructional approaches which meet these criteria would be identified and, through the mechanisms of the Adult Education Clearinghouse, disseminated to state and local programs.

This has not occurred. Criteria have not been established for identifying "quality delivery systems and instructional approaches" nor has the Clearinghouse been established to disseminate this type of information. It is even questionable whether or not such criteria *can* be established as "quality" is a relative attribute. A "quality" program in one location might be useless in another for any number of demographic, geographic or economic reasons.

Peat, Marwick, Mitchell and Company's Study of the Supply of Adult Learning Opportunities found that programs were not necessarily presented for qualitative reasons:

> One major finding is that the supply of programs in a community seems to be influenced more by offerors' perceptions of demand and by the organizations' methods of assessing demand than by actual demand for programs.[27]

It may be more critical to note that there is currently no system in place for dissemination of any kind of information between programs. As has been stated earlier, a limited amount of information does flow from the Division of Adult Education into the field, and from the field back to the Division of Adult Education. Very little information flows from program to program or state to state. In addition, one area of adult education is almost totally ignored by the Division: the staff development and teacher-training programs conducted by institutions of higher education. Dissertation research is not analyzed to set the Division's operational priorities, and little information is shared by the Division with colleges and universities.

Successes and failures in one area of the country are seldom analyzed and the analysis disseminated across the country to aid those programs that are about to develop the same delivery system, materials or methodology. The materials currently under development by the Clearinghouse, a directory of currently operating 306 and 309 projects, and a catalogue of completed 309 projects, are a possible first step toward overcoming this glaring lack of information and sharing, if the Clearinghouse continues to be funded.

Because the Division of Adult Education is not at this time facilitative of information dissemination and collection other than that obtained under the compliance requirements of the law, it cannot be said to be operating at a maximum in its relationship to the field of adult education. Whether such maximum operation is an achievable goal, given the constraints of the systems with which the Division of Adult Education must operate, is an important question for Congress and the President to consider.

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[27] Peat, Marwick, Mitchell & Co., *A Study of the Supply of Adult Learning Opportunities*, (January 1978).

Summary

This study has been an initial attempt by the Council to review the program and administration effectiveness of the Adult Education Act: program effectiveness in terms of the impact of the program of people's lives, using existing statistical data; administration effectiveness using five basic management functions selected by the Council for the purpose of this review, various existing studies, interviews and observation.

The program effectiveness data indicate that the program is changing the lives of those who participate as well as their families. These data show the program impacting on the economic health of this nation.

The results of Council review of the administration effectiveness of the U.S. Office of Education, Division of Adult Education, are somewhat less positive. Constraints imposed by HEW policy, by the Civil Service system, by the regulatory process as well as the rules, regulations, and statutes themselves, and by the lack of a systematic staff and management development program within the Division prevent the Division from relating effectively to the states in such areas as long-range planning, evaluation and dissemination.

The very bureaucratic structure of which the Division is a part prevents the most efficient and effective delivery of services to the adult client. It is apparent to the Council that no longer can programs for adult learning within the U.S. Office of Education operate as single activities. A broad management system must be developed which places categorical adult and continuing education programs into the concept of lifelong learning. Effective management can only become a reality by encompassing the total education effort for adults and not continuing to nurture separate incremental thrusts.

The U.S. Office of Education should be based on a total delivery system which addresses lifelong learning rather than a management system functioning on a programmatic basis.

Within this total delivery system which is lifelong learning, adult education must have an organizational position equal to elementary, secondary and higher education. All evidence today points to education services for adults as being of equal importance as child-centered education efforts. The Congress must set national goals to eradicate illiteracy in America; the Administration (through a Department of Education) must address learning as a lifelong effort and organizationally structure a Federal support system which places adult learning in a priority position.

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